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OTM

13 MAY 1970

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Maximizing the Abilities of Young Employees

REFERENCE : Memo fr Deputy Directors from Ex Dir-Compt dtd 23 Apr '70,
same subject

1. In accordance with the instructions of referent memorandum, the Task Force has conducted a review of Agency procedures for determining Agency needs, utilization and development of young employees.

2. The report of the Task Force's findings is submitted herewith.



Chairman

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MAXIMIZING THE ABILITIES OF YOUNG EMPLOYEES

INTRODUCTION

In reviewing Agency procedures for determining the needs, utilization, and development of young employees, the Task Force assumed that the President was referring to young professional employees. In defining the term "young," the Task Force decided to consider, generally, newly assigned employees who are less than 35 years of age.

The Task Force reached its conclusions through several meetings in which the needs and procedures of each Directorate were discussed, with an interchange of ideas which these sometimes separate practices raised, and the presence or absence of an Agency posture concerning the use and development of its young employees.

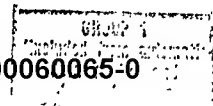
COMMENTS

After exploring Agency procedures in relation to the five criteria provided by the President, the Task Force has made certain observations and recommendations.

Manpower planning provides for an adequate and continuing intake of Career Trainees to meet future requirements in the administrative, professional, and technical fields.

The Agency is experiencing little difficulty in attracting the services of talented young people. This year the supply of qualified applicants has been more than adequate to meet all but some specialized needs. Primary

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sources for the recruitment of young professionals are: the nation's colleges and universities; military discharge centers; and business and technical schools. Unsolicited written applications for employment are also an important source of potential manpower for all levels.

In general, all Career Services of the Agency follow the same basic mechanisms for determining professional staffing requirements for young officers:

Advanced Staffing Plan:

The overall statistical transcript of input is based upon the development of the Advanced Staffing Plan (ASP) for every upcoming fiscal year. This process involves collaboration between the Office of Personnel and members of the four Directorates. It takes place in the third quarter of each fiscal year. It includes a review of the current staffing situation in each of the operating components and consideration of prospective losses based upon prior experience and the probable effect of other known factors. The resulting statistical targets define the overall magnitude of the recruitment effort.

Recruitment Guides:

ASP statistical goals are broken down according to the categories of qualifications which will be sought and are stated in Recruitment Guides. These are designed to inform field recruiters as to the kinds of people who should be encouraged to apply for professional and technical employment. Recruitment guides are updated whenever significant changes in requirements occur.

Most of the Agency's professional and technical recruitment efforts are concerned with hiring young personnel for a long-term career. Lateral

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entry at senior levels is rare except in scientific and technical fields. Our personnel management system contemplates the employment of most officers at junior levels and provides for their training and development through successive positions of career responsibilities and status in the course of their careers. Needs for this input are determined by each of the several Career Services in terms of their predicted requirements for new personnel. The results are assimilated in the Agency's overall Advanced Staffing Plan.

There is little doubt that the mechanism of the Advanced Staffing Plan and the subsequent Recruitment Guides, if properly used, can provide for a continuing assessment of short-term and long-range needs and the acquisition of young people to meet those needs. However, concern was expressed by all members of the Task Force that current and projected manpower ceiling restriction does and will pose significant obstacles to the input of young professional employees. Ways and means of overcoming such obstacles were discussed and it became apparent that there is no Agency program available to assure that the proper mix in input of young professionals is at all times adequate.

Entrance On Duty Controls:

Input is managed through Office of Personnel monitorship of the numbers and kinds of applicants in process and of the control of the timing of EOD's in relation to the needs of the various components. This timing is also managed according to the strength levels of Offices and Directorates in relation to their authorized staff personnel ceilings.

The Career Training Program:

This program is a special input channel for young professionals who are carefully selected for their general potential value to the Agency.

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This involves selection from among internal candidates as well as from applicants from outside the Agency. The Career Training Program is the only centralized Agency mechanism through which the Agency acquires young professionals for appropriate placement within the various Career Services. The Task Force's review comes at a time when the Career Training Program has been reduced as the source of young professional input. The Agency may have overreacted in setting CT input targets which are unrealistic to back up the flow of succession into the many senior positions which will be vacated in the next ten years. The Task Force recognizes that much thought and considerable debate have been applied to the Career Training Program over the years. The observation is offered that this study must continue on a concentrated basis and provide some resolution to the question of "Career Trainee" versus "Non-Career Trainee" direct hire. With current input into the CT program numbered at 50 annually, some other means must be found to provide adequate numbers of young personnel to the various Agency components, particularly the Clandestine Service. Ceiling restrictions must not prevent this input.

The Cooperative Education Program:

Beginning in September 1962, the Office of Communications developed a small cooperative education program at the laboratory. The program grew to a top of 16 cooperative students and has continued at that level. In March 1966 approval was granted to extend the program to other parts of the Agency, starting with NPIC. An Agency coordinator was appointed and visits were made to 14 colleges having co-op programs. The co-op students

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reported to NPIC in the summer of 1966.

The Office of Computer Services joined the program in April 1966 and Technical Services Division in June 1967. FMSAC and OSI joined in 1968 and 1969. Numbers have grown from the initial two in 1962 to 93 as of April 1970, with a projected expansion to 150 over the next five years.

It is noteworthy in evaluating this program that of those cooperative students who have completed their academic studies, from 66 percent to 75 percent have accepted full-time staff employment with the Agency. This is considered an excellent retention rate measured against a national average of 50 percent.

The Summer Intern Program:

This program is confined to the Intelligence Directorate and represents another method of attracting interested young undergraduates and graduate students to the Intelligence field. It will be reported upon by the Task Force concerned with making the work of the Agency understood and better appreciated by American youth.

The "succession studies" which are underway are an essential augmentation to all of these processes. They encourage judgments based upon long-range considerations (statistical analyses of potential losses) as well as current needs.

Young people are placed in jobs that challenge their full abilities and provide opportunities to grow, innovate, and contribute in a real way to the work of the organization.

There has been an increasing awareness on the part of Agency management of the problems inherent in managing its input of young people and in

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monitoring their utilization and development. A number of papers and studies on the junior professional in our organization conducted over the past couple of years are evidence of this concern. Some of them are:

The Career Training Program Proposal; February 1970, Director of Training

Facing the Succession Problem; Office of Personnel Planning Paper

The Advanced Staffing Plan; Office of Personnel

Attrition II; Office of Personnel

Committee on Professional Manpower; 1968, chaired by the Director of Training

Junior Professional Manpower and the DDI; 1968, Paul Borel

Junior Professional Manpower; 1968, Inspector General Committee

Professional Manpower Development in the '70's; Office of Personnel

In addition to the above, the Management Advisory Group has been established and is the subject of comments later in this report. Also, the Deputy Director for Support has organized Problem Solving Seminars in which young professional employees participate. These, too, are subject to later comments.

In this Agency, responsibility for the training, development and advancement of Career employees is left to the several Career Services. For this reason, each of the Directorates reviewed its broad application of procedures for utilizing and developing young employees. Briefly, their findings follow.

The Clandestine Service:

Except for a certain number of highly specialized positions in the Clandestine Service, most assignments at Headquarters are field oriented, that is, the incumbent is selected, trained and utilized in the manner which

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enhances his early utilization in a field assignment. Young employees are encouraged and assisted in preparing themselves for assignments abroad by developing language and area knowledge and intelligence collection and information processing skills. An effort is made to strike a workable balance between training and on-the-job utilization. Normally, a young officer would be expected to serve two tours of duty (two years each) abroad for each tour at Headquarters. The BALPA and OPRED exercises have significantly limited opportunities for young people to serve abroad and this has had some negative effect on the morale of young employees who joined the Agency for purposes of living and working overseas.

The effective development and utilization of young employees is a joint effort in the CS with the primary responsibility in the hands of the using components. The CS Junior Officer Board, through its representation in the Career Training Program and RID's Professional Trainee Program, and through appointed junior officer referents in the area Division and Staffs, monitors the development and utilization of young officers in grades GS-8 to GS-12. The CS Personnel Staff (Panels B, C and D) and the Personnel Management Staff also contribute to this effort.

The Intelligence Directorate:

In the Intelligence Directorate, it is felt that most young professionals are assigned to jobs that are important to the functions of the organization and are challenging to the new employee. In many cases, these young professionals become completely involved in preparing Economic reports, Current Intelligence studies, performing photo interpretation, etc. In addition, many training programs are available to the young professional

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both within and outside the Agency. Young professionals are aware of the opportunity to discuss work problems with senior workers and supervisory personnel within their office.

Senior officers within the Directorate make every effort to ensure that young professionals are placed in challenging assignments. Every office has a Career Service Board which periodically reviews the assignment and progress of the junior officers. Annually, each office is required to submit to the DDI a list of its most promising young professionals. This enables the DDI to monitor personally the job assignments, training and development of these people.

The Intelligence Directorate also has a Junior Professional Development Panel headed by the Director of one office and manned by the Deputy Directors of the remaining offices. This panel meets periodically to select junior officers to attend the Midcareer Executive Development Course, and to discuss problems that may be encountered by operating officials or employees concerning the assignment, progress, and development of junior officers.

The Intelligence Directorate has a job vacancy notice system that advertises job vacancies so that its personnel are aware of such vacancies and are free to apply if the job offers a promotional opportunity or other inducement.

The Science and Technology Directorate:

On the basis of data from the calendar years 1965-1967, it can be seen that the DD/S&T hires the young professional (age 35 or less) at almost twice the rate of older personnel. Academia, directly or indirectly, provides the basic training for the professional with 92% of EOD's during

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the reference period being college graduates. For the most part, the offices within the Directorate follow the dictum of "other things being equal, hire the recent graduate, preferably with a year or two of experience." The mean age of the under 35 EOD's is 27 with the modal age at 22. Initial assignment and hiring are typically congruent processes because the DD/S&T is substantively oriented and slots are filled on the basis of needed skills and the need to keep apace with rapidly changing technology.

Once aboard the impetus for career development comes from the individual. Substantively the Directorate allows the young professional to participate actively in briefings at higher levels, and by representation on technical boards, panels, and committees. This type of participation is in the nature of on-the-job training in that it makes the individual more sensitive to the needs of management.

More formal training is used extensively, both internally and externally though again in large part the impetus for such training must come from the individual. Offices commonly have specially tailored courses to meet their special requirements. The individual office makes the information available to the individual for internal training. Job rotation is of limited value since the positions are heavily oriented toward specialities, e.g., it would be impractical to expect a physicist and economist to change slots and expect unimpaired output. One office routinely gives its members an opportunity to indicate assignment preferences by means of the Headquarters reassignment questionnaire and by circulating vacancy lists of overseas assignments. The DD/S&T career development course has proved effective as a vehicle for informing individuals of the activities of

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other offices thereby providing a basis for broader utilization of skills and career enhancement.

Career Service Panels are used to monitor progress of the young professional as well as to act on promotions. The Directorate is moving in the direction of having Junior Career Service Panels as well because in many instances the panelists are too far removed from the individual under consideration. The "comers list" was prepared some time ago as another mechanism to enable more efficient career development but has not had noticeable impact as yet.

In summary, development of young professionals is largely within a substantive discipline and left essentially to the individual. The Directorate has some mechanisms but the individual must place himself within them.

The Support Services:

Each office in the Support Services uses its own mechanism, schedules, programs, and training to challenge young people to their full abilities and to promote their growth while at the same time realizing production results during their apprenticeship period. Depending upon the office and its centralized or decentralized operations, apprenticeship periods vary one to five years. Junior members are exposed to formalized training, on-the-job training, frequent job rotations, desk audit-type training, staff orientation assignments and/or one specialized assignment based on prior job experience or formal education.

As in the other Directorates, Offices of the Support Services, in a continuous process, identify and update a "comers list." These lists are provided to the DD/S for appropriate movement and development within the

the Support Services as a whole.

That the above mechanisms have shortcomings is apparent from the studies cited earlier. They are replete with comments made by numbers of young officers about our Personnel Management Program. In general, the following are four major areas of concern as expressed by the young Officers:

1. General concern and even apprehension among Non-Career Trainees about the status and long-term advantages bestowed upon Career Trainees. It is the impression of the Task Force that this attitude of concern is out of proportion to the facts as we know them. Nonetheless, it is very real and affects many young people. It is worth serious management attention.

2. Some general feeling that their entry into the Agency was too much "grooved" by circumstances, and that their initial assignments were decided with insufficient consideration of alternatives and without their own participation. Many of these young people are moved to reassess their assignments as soon as they have gathered some idea of the scope and variety of Agency activities.

3. Dissatisfaction with the extent to which they as individuals can contribute to considerations involving their own utilization and development.

4. Worry over the general effect of compartmentation in restricting their opportunities for growth and advancement.

While it can be argued that this is a "career-oriented" Agency, the orientation has largely been in organization terms and less in terms of the human aspirations and expectations of its members. In the past, this has been a practical approach, and true accomplishments have been made in the form of the Career Service structure.

The question of "generalist" versus "specialist" has been one that has plagued Agency management for a long time. It plagued the discussions of the Task Force. The question has a direct bearing on the utilization and

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development of young employees. It can be argued that the direct hiring of young professionals against specific job needs, based upon their preparation for a special functional area and their measured capacity for growth, will provide for them a more immediate challenge and a greater personal involvement at the outset of their careers. Once proven as a strong team member, appropriate training can be tailored toward a fuller use of individual potential. If properly balanced with the input of "generalists" through the Career Training Program, the long-range needs of the Agency can be met with less polarization between the "CT" and the "non-CT."

Young professionals are exposed to the decision-making processes and to a broad view of their Agency's missions.

One of the more significant moves in this regard is the establishment of the Agency Management Advisory Group, composed of representatives from all areas of the Agency. The purpose of this Group is best expressed by the third criterion suggested by the President in his memorandum: "To assure that young professionals are exposed to the decision-making processes and to a broad view of their Agency mission."

The first meeting of the Management Advisory Group was on 5 June 1969. These officers meet at least once a month to discuss any function of Agency management that they may wish to pursue and report to top management concerning the problems they surface. Members are appointed on a one-year rotating basis. None is higher than GS-15; some are GS-12's. The group is composed of employees representing the following age groups: 30-35, 35-40, 40-45.

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Since inception, the group has met 27 times. Guests of the group have included the Executive Director-Comptroller, all four Deputy Directors, the Deputy to the DCI for National Intelligence Program Evaluation, the Inspector General, the Director of Personnel, the Director of Training and the Director, Planning, Programming and Budgeting.

It is interesting to note that the Deputy Director for Support has established a series of one-week seminars of selected officers from the GS-11 to the GS-15 grade levels to consider problems raised by the various offices of the Support Services. One recent seminar involved young professional representatives from each office exploring means to improve communications between management and the junior professional. These reports are provided in both oral and written form to the Deputy Director for Support and, in written form, are given wide distribution within the Support Services.

In reviewing mechanisms in the separate Directorates through which ideas can be expressed, the following was the basis for discussion in the Task Force meetings.

The Clandestine Service:

Ideally the most effective communications link between managers and young employees is through the immediate supervisor and upwards and downwards through the normal organizational channels. For this reason, emphasis is placed on choosing the best qualified supervisors available. The problem is that technically qualified supervisors (the Operations Officers) are often strong individualists accustomed to working alone or in small groups in the field and whose managerial skills are somewhat lacking. Efforts are

being made to bridge this gap by training courses dealing with managerial problems in the Clandestine Service.

Young officers in the CS also have an opportunity and often do express their ideas, suggestions, and criticisms through various personnel boards and panels, the Special Staffs, the Suggestion and Awards Committee, the Technical Requirements Board, and in grievance cases, to the Junior Officer Board or directly and confidentially to the Inspector General. The Deputy Director for Plans is receptive to requests for personal interviews from young officers.

The Intelligence Directorate:

In the Intelligence Directorate the young professionals are exposed to the decision-making processes through the assignments they receive. Generally, these employees are given special research and analytical assignments and, although working under the guidance of a senior officer, are expected to perform most of the work on their own. Finished reports and analyses are used by higher authority in making decisions and recommendations. The above assignments are also used as a mechanism for listening, considering, and responding to ideas presented by the young professionals. The completed assignments are reviewed and discussed in detail by senior officers. This review gives the young professionals an opportunity to explain and discuss recommendations and suggestions contained in their reports.

The Science and Technology Directorate:

Aside from the mechanisms provided by the Agency, each office within the Directorate essentially espouses an "open door" policy. While this circumstance is accurate, the doors appear to be open for the most part for

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substantive discussion rather than as a means for eliciting ideas or providing the young professional an opportunity to be an observer or participant in the management process. One office has recently started a program of "junior personnel roundups" where the Director meets with 15 randomly selected individuals to discuss a range of topics. While too early to judge its effectiveness, the response has been encouraging. Generally, there is excellent communication laterally and vertically on substantive matters and less effective communication vertically on management policy and plans.

The Support Services:

The Problem Solving Seminars technique in the Support Services has already been discussed. In addition to this mechanism, exposure of young professionals to the decision-making process is a day-to-day matter. The coordination process, chain of command, approval authority delegations, and identifying points where action is taken all contribute to the education and exposure of the young professional to the decision-making process.

The Staff Meeting system of the Deputy Director for Support whereby on a weekly basis Office Heads are briefed by the DD/S and subsequent briefings by Office Heads, Division Chiefs, Branch Chiefs, and Section Chiefs of their immediate subordinates provides information, instruction, and a broad view of our Agency's mission.

Channels of communication are open in the Support Services through the normal chain of command, directly by any employee to the Deputy Director for Support, as well as to a specific "listening post" in the form of the Support Services Career Services Officer.

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The Director of Training's efforts to re-vamp many of our internal training programs should not be disregarded in measuring Agency procedures against this criterion. The newly developed Advanced Intelligence Seminar is an excellent example of exposing the student participant to something far more meaningful than a series of organizational diagrams and a procession of "chiefs."

Open channels for communication are established and freely used and provide for listening, considering, and responding with fast means for ideas to reach officials who act on them.

There will always be room for improvement in the area of open communication between management and the young. In a mechanical sense, such channels do exist throughout the Agency as outlined earlier in this report. However, greater substance should be given to the use of those channels which do exist and this can only be accomplished through the route of education--the education of supervisors and managers as well as of our young employees--and the kind of positive approach that is inherent in the establishment of the Management Advisory Group and the Problem Solving Seminar.

The use in the Agency of the Suggestion Awards Program has already been mentioned. Although not included in the official Civil Service Commission announcements for security reasons, the Agency last year stood sixth among thirty-nine Government departments in measurable benefits from the use of the Suggestion Awards Program for fostering and rewording ideas.

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The activities of the Clandestine Service Special Panel and the NPIC Panel under the Agency's Suggestion Awards Committee have been noteworthy in encouraging the flow of ideas related to their sensitive activities, evaluating and processing them quickly, rewarding them properly and putting them to constructive use here and elsewhere in Government where they may have applicability.

All supervisors understand how much they influence young employees' job attitudes and career decisions through their receptiveness, interest, and flexibility.

In terms of the young employee, the first assignment is perhaps the most important one and his first exposure to supervision will often determine the extent of his motivation for a full career in intelligence.

It is interesting to note that while 75 percent of those polled in the Inspector General's recent survey of five- and ten-year employees found their supervisors competent and fair, only 22 percent felt that the Agency is doing a good job of managing young professionals of recent entrance on duty.

Agency management has always been concerned with the strength of its supervisory ranks, as attested to in the Agency's Fitness Reporting system where all employees with such responsibilities must be ranked on their managerial and supervisory performances.

The substance of the Office of Training's Supervision Course and Management Training appear to be in tune with the above criterion. There may be some question concerning the numbers of managers and potential managers enrolled in OTR's courses. In the last seven years (March 1963 - February 1970), a total of 652 has taken the Supervision Course, 930 the

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Management Course, and 1056 the Managerial Grid. In the Management Course (for employees GS-11 to GS-14) which is perhaps the most significant for first-line supervision of young professionals, the attendance figure averages about 133 per year for the entire Agency. In the opinion of the Task Force, much more can be done by the Career Services in exposing first-line supervisors to formal, internal training in the techniques of personnel management.

CONCLUSIONS AND RECOMMENDATIONS

In general, the Agency has developed appropriate mechanisms for determining the needs, utilization and development of young employees. In certain areas it is questioned how effectively they are put to use. This is of particular concern in the hiring of specialized personnel either directly or through the Career Training Program. The Task Force recommends that proper consideration be given to balancing the Agency's input of young generalists through the Career Training Program with a corresponding input of young personnel selected for given jobs in specialized areas. The Cooperative Program is one example of how this can be done.

The Task Force is of the opinion that there should be an Agency monitorship on a regular basis of the input of young professionals to the several Career Services. It is understood that the Director of Personnel will shortly present to management a plan to provide this in a study, "Professional Manpower in the '70's." Pending the publication of the Director of Personnel's study, the Task Force makes no specific recommendation as to procedures by

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which an Agency overview of the input and the development of young people can be provided, but does consider this an important function and responsibility should be assigned on an on-going basis rather than on a series of Ad Hoc group considerations.

Ceiling restrictions must not be permitted to shut off the input of young professionals and it is recommended that the Director of Personnel be charged with the responsibility to collaborate closely with the Agency Career Services in finding ways and means to permit the recruitment of youthful talent when ceiling restrictions would otherwise impose limitations.

In terms of communicating with young employees, activities such as the Management Advisory Group and the Support Services Problem Solving Seminars are significant vehicles and it is recommended that all of the Directorates consider such means to provide for participation in management problem considerations by young professionals. It is also recommended that the membership of the Management Advisory Group and its activities be given wide publicity throughout the Agency.

A continued consideration of the quality of first-line supervisory performance is strongly urged. It is recommended that senior managers of the Agency be instructed to make fuller use of the Office of Training supervisory and management training programs for the express purpose of insuring that supervisors under their jurisdiction become more fully aware of the problems of managing young people today.

Responsible managers in the Agency should be aware of the various studies and proposals that have been made in the past and which undoubtedly will be

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made in the future. The Task Force recommends that a wider distribution be made of these studies and proper utilization be given the results.